

## Message Text

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INFO OCT-01 ADP-00 DODE-00 /005 R

DRAFTED BY EA/RA:TWARREN:MJH

8/3/73 EXT 20594

APPROVED BY EA/RA - MR. CHAPMAN

JCS/J-5:COL.DIDDLE (DRAFT)

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P 041645Z AUG 73

FM SECSTATE WASHDC

TO AMEMBASSY BANGKOK PRIORITY

S E C R E T STATE 154215

"FOLLOWING IS A REPEAT

QUOTE

R 091955Z MAY 73

FM JCS WASH DC

TO CINCPAC CAMP H M SMITH HI

INFO SECSTATE WASH DC

AMEMB MANILA PHILIPPINES

SECRET 5927

JCS SEND

SUBJECT: SEATO PHILIPPINE INSURGENCY PLAN (U)

REFS: A. CINCPAC 270600Z MAR 73 (NOTAL). B. SEATO LETTER,  
MS6-6-4-73, DTD 6 FEB 73. C. CINCPAC 291014Z MAR 73  
(NOTAL).

1. (S) THE PROPOSAL TO DEVELOP A SEATO PHILIPPINE INSUR-  
GENCY PLAN, AS RECOMMENDED IN REFS A AND B, HAS BEEN  
CAREFULLY REVIEWED WITH REPRESENTATIVES OF THE OFFICE OF  
THE SECRETARY OF DEFENSE AND THE DEPT OF STATE. THERE ARE  
CONSIDERATIONS BEYOND THE PURELY MILITARY WHICH MILITATE  
AGAINST THE DEVELOPMENT OF A SEATO PLAN.

A. THE CURRENT MUSLIM SITUATION. ALTHOUGH THE REQUEST  
OF THE CHIEF OF STAFF, PHILIPPINE ARMED FORCES, TO THE  
CHIEF, MILITARY PLANNING OFFICE (MPO), DOES NOT ITSELF  
REFER TO THE MUSLIM PROBLEM, THE GOVERNMENT OF THE  
PHILIPPINES (GOP) CONTINUES IN EVERY POSSIBLE MANNER TO

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MAKE A CASE THAT THE MUSLIM REBELLION IS COMMUNIST LED OR

COMMUNIST INSPIRED. HOWEVER, THERE IS NO CLEAR EVIDENCE THAT SUCH IS THE CASE, ALTHOUGH THE SITUATION IS OBVIOUSLY ONE OPEN TO COMMUNIST ATTEMPTS AT EXPLOITATION. THE NEW PEOPLES ARMY (NPA) ACTIVITIES IN LUZON CONTINUE AT A VERY LOW LEVEL, AND THE THREAT POSED BY THIS GROUP DOES NOT WARRANT DEVELOPING A SEATO PLAN. ACCORDINGLY, ANY EFFORT WITHIN SEATO TO DEVELOP AN INSURGENCY PLAN COULD BE CONSTRUED AS BEING DIRECTED PRIMARILY TOWARD THE MUSLIMS AND NOT THE NPA. SUCH AN EFFORT, IF IT WERE DISCLOSED, WOULD CAUSE ATTENDANT RESENTMENT AMONG MUSLIM NATIONS WORLDWIDE. IN ADDITION, AGREEMENT TO SUCH A PLAN COULD BE CONSTRUED BY THE GOP AS AGREEMENT ON THE PART OF THE US THAT THE MUSLIM REBELLION IS, IN FACT, COMMUNIST LED OR COMMUNIST INSPIRED.

B. REPORT OF THE EXPERT STUDY GROUP (ESG) ON COUNTER-SUBVERSION (CS/73/REP). THIS REPORT HAS JUST BEEN DISTRIBUTED FOR REVIEW. CONTAINS THE IDENTICAL FIVE RECOMMENDATIONS INCLUDED IN THE GOP REQUEST TO THE MPO. A MORE ACCEPTABLE APPROACH TO THE QUESTION OF DEVELOPING A PLAN FOR THE PHILIPPINES WOULD BE TO PERMIT EACH MEMBER NATION TO COMPLETE ITS REVIEW OF THE ESG'S REPORT. THIS APPROACH WOULD BE ESPECIALLY HELPFUL IN DETERMINING AUSTRALIA AND NEW ZEALAND'S VIEWS ON THE FUTURE ROLE OF SEATO. TO SUPPORT OPENLY A PLAN IN A MILITARY ADVISERS MEETING PRIOR TO THE ESG REPORT REVIEW BY MEMBER NATIONS MIGHT TRIGGER AN ADVERSE REACTION ON THE PART OF AUSTRALIA AND/OR NEW ZEALAND, BOTH PRESENTLY TAKING A HARD LOOK AT SEATO AND THE ROLES IT SHOULD PLAY.

C. IMPLICATIONS FOR THE NIXON DOCTRINE. THE DEVELOPMENT OF ANY SEATO PLAN FOR THE PHILIPPINES MAY LEAD TO FURTHER PHILIPPINE REQUESTS FOR DESIGNATION OF FORCES SIMILAR TO THOSE IN PLANS 5 AND 8, AS THEY HAVE ALREADY SUGGESTED IN THEIR CURRENT PROPOSALS. SUCH A PLAN, EARMARKING CERTAIN US FORCES FOR COUNTERINSURGENCY OPERATIONS, WOULD GO BEYOND THE INTENT OF THE NIXON DOCTRINE, WHICH CALLS FOR THE US TO ASSIST IN PROVIDING MATERIEL AND TRAINING SUPPORT WHILE THE THREATENED NATION IS PRIMARILY RESPONSIBLE FOR PROVIDING THE MANPOWER FOR ITS OWN DEFENSE.

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2. (S) WHILE CINCPAC'S RECOMMENDATIONS (REF A) FOR A PLAN WHICH WOULD LIMIT SEATO SUPPORT TO PROVIDING TRAINING MATERIALS AND ASSISTANCE, AS WELL AS INTELLIGENCE EXCHANGE AND ADVICE, WOULD BE APPROPRIATE IN CASES CLEARLY IDENTIFIED AS A TRUE COMMUNIST INSURGENCY, A FORMAL SEATO PLAN DOES NOT APPEAR NECESSARY TO EFFECT THESE ACTIONS. CONSIDERATION OF LOGISTIC SUPPORT SHOULD BE OUTSIDE THE SEATO CONTEXT AND LIMITED TO THAT PROVIDED IN BILATERAL SECURITY

ASSISTANCE PROGRAMS BY PACT MEMBER COUNTRIES. THERE ARE ALSO RESERVATIONS ABOUT CONSIDERING IN A PLAN SEATO NON-COMBAT ASSISTANCE IN PSYOP MATTERS, I.E., THE PROVIDING OF

PSYOP TRAINING AND EQUIPMENT; CONSEQUENTLY, IT IS DESIRED TO DEFER DECISION OF THIS POINT, PENDING RESULTS OF THE REVIEW OF THE ESG REPORT.

3. (S) AS A RELATED MATTER, NSSM 180, DTD 1 MAY 73, DIRECTED A STUDY OF THE IMPLICATIONS OF THE MUSLIM INSURRECTION FOR BASIC US INTERESTS, OBJECTIVES, AND POLICIES IN THE PHILIPPINES AND AS CONCERNS REGIONAL STABILITY IN SEASIA. IT REQUIRES A STUDY OF THE MUSLIM INSURRECTION, INCLUDING ANY EVIDENCE OF COMMUNIST INVOLVEMENT AND OUTSIDE SUPPORT FOR SUCH COMMUNIST INVOLVEMENT. IT ALSO REQUIRES A STUDY OF POLICY OPTIONS AVAILABLE TO THE US.

4. (S) IN SUMMARY, DUE TO THE CURRENT MUSLIM SITUATION, THE ONGOING REVIEW OF THE ESG REPORT, THE IMPLICATIONS FOR THE NIXON DOCTRINE, NSSM 180, THE PREFERENCE FOR BILATERAL PROGRAMS TO PROVIDE THE APPROPRIATE TYPE AND LEVEL OF SUPPORT, AND THE UNCERTAINTY OF THE FUTURE FORM SEATO MAY TAKE, DEVELOPMENT OF A SEATO PLAN IS NOT CONSIDERED APPROPRIATE AT THIS TIME. THEREFORE, THE JCS REQUEST THAT EVERY EFFORT BE MADE TO PREVENT THIS ISSUE FROM BEING PLACED ON THE AGENDA FOR THE NEXT MILITARY ADVISERS MEETING. HOWEVER, IF THE ISSUE IS PLACED ON THE AGENDA, IT IS REQUESTED THAT CINCPAC INDICATE THE US GOVT WISHES TO COMPLETE ITS REVIEW OF THE ESG REPORT ON COUNTER-INSURGENCY BEFORE COMMENTING ON THIS ISSUE.

5. (U) STATE AND DEFENSE CONCUR. GDS 81 EOT UNQUOTE" ROGERS

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** n/a  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 04 AUG 1973  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1973STATE154215  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** TWARREN:MJH  
**Enclosure:** n/a  
**Executive Order:** GS CHAPMAN  
**Errors:** N/A  
**Film Number:** n/a  
**From:** STATE  
**Handling Restrictions:** n/a  
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**Legacy Key:** link1973/newtext/t19730857/aaaabprw.tel  
**Line Count:** 146  
**Locator:** TEXT ON-LINE  
**Office:** ORIGIN EA  
**Original Classification:** SECRET  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:**  
**Previous Classification:** SECRET  
**Previous Handling Restrictions:** n/a  
**Reference:** 73 A. CINCPAC 270600Z MAR 73 (NOTAL), . B. SEATO LETTER  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** golinofr  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 05 DEC 2001  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <05-Dec-2001 by martinml>; APPROVED <27 FEB 2002 by golinofr>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** SEATO PHILIPPINE INSURGENCY PLAN (U)  
**TAGS:** PINS, RP, SEATO  
**To:** BANGKOK  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005